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ABSTRACT

The Exemplary Projects Program of the U.S. Department of Justice's Law Enforcement Assistance Administration is a systematic method of identifying outstanding criminal justice programs throughout the country, verifying their achievements, and publicizing them widely. This brochure is part of an attempt to publicize three operations. The first is a community-based corrections program in Des Moines, Iowa. The second is a citizen dispute settlement program in Columbia, Ohio, and the third is a diversion program for juvenile status offenders in Sacramento, California. The reports provide considerable detail on operating methods, budget, staffing, training requirements, potential problem areas, and measures of effectiveness. (Author/HMV)

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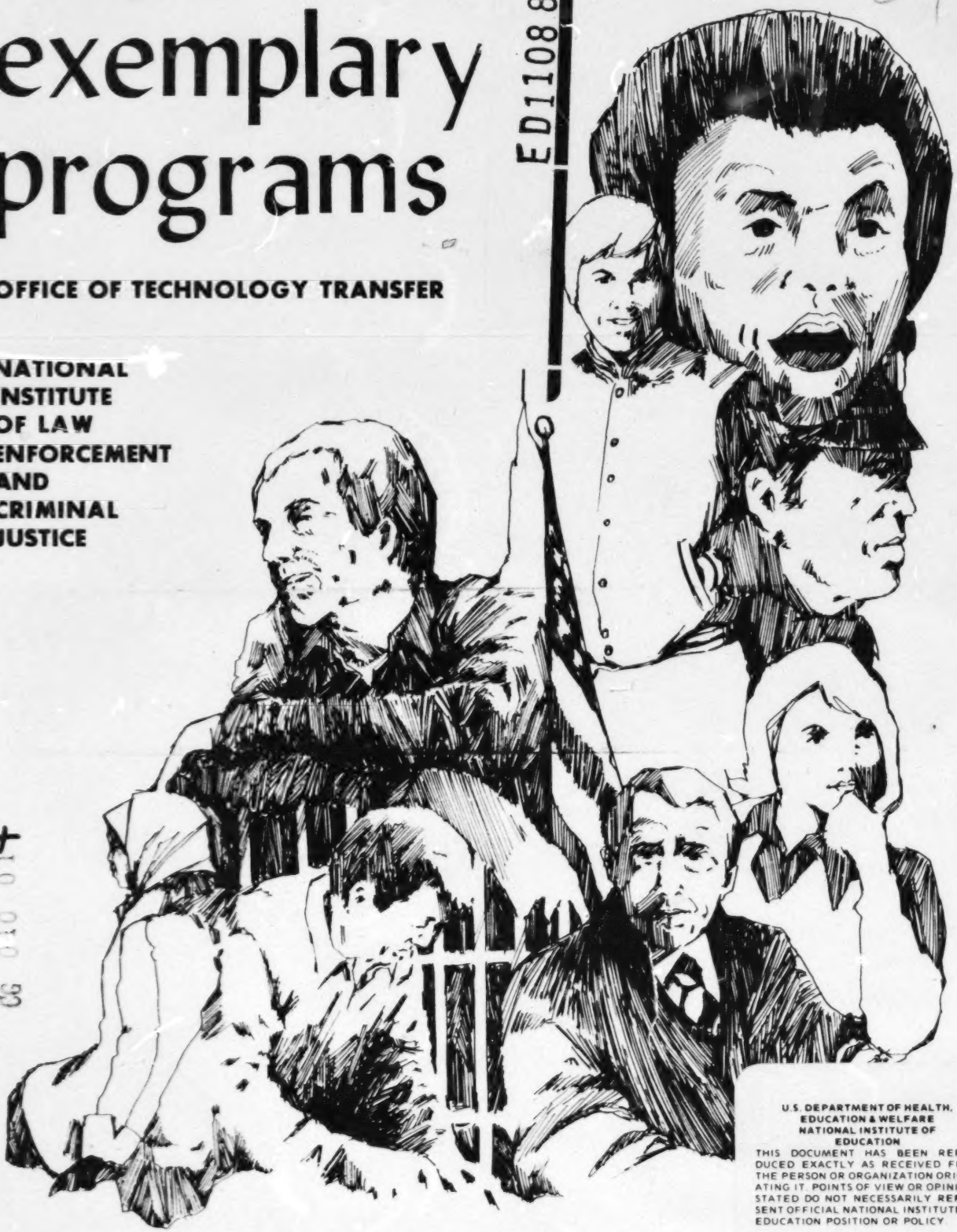

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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

Many local communities have developed promising new criminal justice programs. Through the Exemplary Projects Program, the Law Enforcement Assistance Administration seeks out the very best and helps other communities to try these proven, successful approaches to improving criminal justice.

Richard W. Velde
Administrator

Richard W. Velde
Administrator

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Deputy Administrator

EXEMPLARY PROJECTS

. . . . a program of the National Institute of Law Enforcement and Criminal Justice, LEAA's research center.

Gerald M. Caplan
Director

UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE
WASHINGTON, D.C. 20531

APRIL 1975

One of the National Institute's most important functions is to find out what works and what doesn't work in criminal justice, and then get that information into the hands of the practitioner.

To achieve this vital task, we have launched an aggressive program to identify outstanding projects and publicize them widely. The goal of the Exemplary Projects Program is to make sure that more effective criminal justice programs find their way into general practice.

The Exemplary Projects Program is explained in detail in this brochure. A list of current projects designated "Exemplary" also is included.

If you have developed a program that has demonstrated consistent, measurable success, please let us know about it. The criteria each program must meet and a submission form are at the back of this brochure. The Institute is interested in receiving recommendations for consideration as Exemplary Projects so that communities across the nation will benefit from the experience and knowledge gained in a particular jurisdiction.

Gerald M. Caplan
Director

THE PROGRAM

LEAA's Exemplary Projects Program is a systematic method of identifying outstanding criminal justice programs throughout the country, verifying their achievements, and publicizing them widely. The goal: to encourage widespread use of advanced criminal justice practices.

Rigorous screening procedures have been established to glean only the very best programs—those which warrant adoption on a broad scale. To be eligible for consideration projects must:

- Be operational for at least a year
- Have significantly reduced crime or measurably improved the operations and quality of the criminal justice system
- Be cost-effective
- Be adaptable to other jurisdictions

Following review by staff of the Institute's Office of Technology Transfer, the most promising submissions are validated by a contractor, working under OTT direction. The validation process includes an objective analysis of the project's achievements and an on-site assessment of its operations. The resulting report is submitted to a nine-member Advisory Board, which includes representatives from the state criminal justice planning agencies and LEAA Central and Regional Offices. The Board meets twice a year to select the Exemplary Projects.

Brochures and detailed handbooks are then prepared on each Exemplary Project to guide policymakers and criminal justice administrators interested in benefiting from the project's experience. The reports provide considerable detail on operating methods, budget, staffing, training requirements, potential problem areas, and measures of effectiveness. Particular attention is focused on evaluation methods which allow other localities to gauge their own success and shortcomings.

To capitalize further on the progressive concepts of these Exemplary Projects, the National Institute also sponsors training workshops throughout the country. During the past year, interested communities have had the opportunity to learn how to implement programs patterned after the Des Moines, Iowa, community-based corrections system and the Columbus, Ohio, citizen dispute settlement program. In the current year, workshops will cover the Sacramento, California, diversion program for juvenile status offenders.

EXEMPLARY PROJECTS

Projects Designated in January 1975

Informational materials on the following projects are now being prepared. As they become available, they will be announced through the Selective Notification of Information service. If you wish to receive this free service, write or call:

National Criminal Justice Reference Service
Law Enforcement Assistance Administration
U.S. Department of Justice
Washington, D.C. 20531
Phone: 202-963-5244

Volunteer Probation Counselor Program, Lincoln, Nebraska

Lay volunteers in Lincoln are successfully counseling high-risk probationers—misdemeanants of ages 16-25 with an average of 7.3 previous arrests and convictions.

A one-year comparative analysis of recidivism in the volunteer counselor program and a control regular probation program showed these results:

	Volunteer	Control
New nontraffic offenses	15%	63.7%
Multiple new offenses	10%	52.2%

The volunteer program has three main features that contribute to its success:

- Screening: only those volunteers with appropriate motiviations and resources are selected.
- Training: an extensive program emphasizes both general counseling skills and crisis intervention techniques.
- Matching: the ability of a volunteer to respond to the particular needs and interests of the individual probationer determines assignments.

Fraud Division, King County (Seattle) Prosecutor's Office

Fraud Division, San Diego County District Attorney's Office

Economic crimes and consumer frauds—which bilk millions of dollars from unsuspecting citizens—are the special targets of these divisions.

King County focuses on *major* economic crimes. Enlisting the investigative expertise of other agencies whenever possible, King County's Fraud Division has logged an impressive record of success: In two and one-half years of operation, 95.5 percent of the Division's cases were successfully prosecuted, representing more than $2 million in economic losses.

The San Diego Fraud Division works with a larger staff and deals with *all citizen complaints* (15,251 during 1974) concerning fraud. In a three-and-one-half year period, citizens recovered almost $250,000 through the Division's investigations. A vast number of cases were settled outside the courts, either through in-house investigative teamwork or use of the small claims courts.

Street Crime Unit (SCU), New York City Police

SCU fills the gap between routine, visible police patrol and after-the-fact criminal investigations. The unit focuses on street crimes—robbery, personal grand larceny, and assault. Its primary strategy employs officers disguised as potential crime victims placed in an area where they are likely to be victimized. A plainclothes backup team waits nearby, ready to come to the decoy's aid and make an arrest. Careful screening of applicants, extensive training, and close liaison with precinct commanders are marks of SCU's able management. Here is its 1973 record:

- 3,551 arrests (85 percent felonies)
- 76 percent of robbery arrests led to conviction
- 95 percent of grand larceny arrests led to conviction
- Average man-days per arrest: 8.2 (departmental average for all uniformed officers: 167)
- Cost: nominal increase per arrest and conviction, due to equipment costs
- Risk: virtually no increased danger to police or citizens

Central Police Dispatch (CPD), Muskegon County, Michigan

The Central Police Dispatch consolidated the radio dispatch services of nine law enforcement agencies. Until CPD, the agencies' service was limited, confused, inefficient, and costly:

- Eight of the nine departments operated on a single radio frequency, independently of each other
- Only four of the nine departments had around-the-clock dispatch service seven days a week
- Nearly 10 percent of the combined personnel in the agencies were assigned to dispatch services

By pooling the radio dispatch resources of the agencies, CPD provides all nine departments with around-the-clock, seven day service, eliminates confusion and duplication, and reduces the number of dispatch personnel required. Use of civilians as dispatchers adds to the cost savings. The centralized service also helped implement the 911 emergency system in sparsely populated areas.

CPD has met and surpassed most of the relevant standards recommended by the National Advisory Commission on Criminal Justice Standards and Goals. In fact, the program has implemented many of the Commission's recommended 1980 standards.

Spurred by the success of this initial cooperative effort, the nine agencies have pooled their resources to create a central narcotics unit and a crime prevention bureau. In the planning stage is a central records unit.

Administrative Adjudication Bureau (AAB), New York State Department of Motor Vehicles

The AAB streamlines the traffic and criminal adjudication process by removing most traffic offenses from the criminal courts, dramatically shortening the time required to identify and restrict the unsafe driver.

In its last fiscal year, the AAB returned $4.1 million to the treasuries of the jurisdictions where traffic offenses took place, a sum representing the excess of fines collected over its operating expenses.

The AAB's method combines three basic elements: (1) merger of the licensing agency with the traffic offense adjudication agency, (2) the services of highly trained adjudicators, and (3) use of computerized information.

Besides removing the unsafe driver from the streets sooner, the bureau's direct and fast disposition of traffic cases has meant:

- significant reduction in the criminal court base backlog
- less time spent by police at traffic hearings
- more uniform application of sanctions
- discouragement of scofflaws

Projects Designated Prior to January 1975

Informational materials are currently available on the following list of Exemplary Projects, designated prior to January 1975. *Except for the first listing*, where the source of the report is given at the end of the description of the project, *single copies only*, of informational materials are available, free of cost, from:

National Criminal Justice Reference Service
Law Enforcement Assistance Administration
U.S. Department of Justice
Washington, D.C. 20531
Phone: 202-963-5244

Prosecutor Management Information System (PROMIS), District of Columbia

PROMIS uses an automated management information system to select high priority cases in the U.S. Attorney's Office, Superior Court of the District of Columbia, for intensified pretrial preparation by a special team of attorneys. Pending cases are ranked daily according to four criteria: (1) seriousness of offense; (2) defendant's criminal record; (3) strength of evidence; and (4) age of case or number of continuances.

During its first 19 months of operation, the conviction rate for cases receiving special preparation was 25 percent higher than that for cases routinely processed.

PROMIS also helps the prosecutor's office to:

- spot scheduling and logistical impediments
- maintain evenhandedness in using prosecutorial discretion
- analyze and research the problems of screening and prosecuting criminal cases.

Information on PROMIS is currently available from the Institute for Law and Social Research, 1125 15th St., N.W., Washington, D.C. 20005 (Telephone 202-872-9380).

Community-Based Corrections Program, Polk County (Des Moines), Iowa

The Des Moines program coordinates four services for defendants and convicted offenders: pretrial release on own recognizance, pretrial supervised release, probation, and residence at Fort Des Moines, a correctional facility offering work and educational release. Synchronizing the four components into a unified system eliminates overlapping and splintered administration. Equally important, it provides flexibility in responding to a wide range of client needs.

In 1973, the Des Moines project saved the county and state correctional systems an estimated $454,229. The pretrial components also saved defendants an estimated $154,000 for the cost of bail bonds, and enabled many of them to retain their jobs and support their families.

Recent evaluation shows that, of the 246 clients released by the Fort Des Moines correctional facility before 1973, only 53 (21 percent) were charged with indictable offenses during an average 19-month period following release. In particular, recidivism data show that the correctional facility deals effectively with those clients with high-risk characteristics such as prior convictions, unemployment, and drug or excessive alcohol use. The high-risk clients were charged with no more new offenses after release than were relatively low-risk clients with no prior convictions, more substantial employment history and a relatively minor history of drug or alcohol use.

Because of the Des Moines Program's demonstrated success, the Iowa State Legislature has voted to assume total funding of the Project over the next few years, and has adopted "community-based corrections" as the model for future Iowa correctional programs. A brochure on the project is currently available. An updated reprint of the manual is now being prepared and its availability will be announced by the National Criminal Justice Reference Service.

Citizen Dispute Settlement Program ("Night Prosecutor"), Columbus, Ohio

The Columbus Night Prosecutor Program provides an out-of-court method for resolving neightborhood and family disputes through mediation. At the same time, it spares regular prosecutors, police, judges, and courtroom staff the workload of a multiplicity of minor criminal cases. The average cost per case handled by the program is about $27 compared to $100 for prosecution and trial.

Cases are screened and referred by the local prosecutor's office for a hearing within a week after the complaint is filed. Law students trained as mediators meet with the disputants during convenient evening and weekend hours to help them solve their problems without resorting to formal charges and court procedures.

During a one-year period:

- 3,626 cases scheduled—2,285 actually heard
- Only 84 criminal affidavits filed (2 percent of all cases scheduled)
- Cost per case: $27.10 (contrasted to an estimated $100 for processing a criminal misdemeanor, from filing an affidavit to completion of a court trial.)

601 Juvenile Diversion Project, Sacramento, California

The 601 Project of the Sacramento Probation Department provides short term family crisis counseling in lieu of juvenile court processing for status offenders, truants, runaways, and unmanageable

youngsters. Youths and their families meet with 601 project counselors, usually within 2 hours of referral, to work out the delinquency problem together. In cases where the youth cannot reasonably return home at once, temporary accommodations elsewhere are sought, with the consent of both parents and child.

The original 601 program (the name derives from the relevant section of the California Penal Code) has been expanded to include certain cases of criminal conduct, such as petty theft and possession of drugs. The basis for this expansion lies in the project's first-year record:

	Project Cases	Control Cases
Petitions filed	3.7%	19.8%
Repeat offenses (within 1 year)	46.3%	54.2%
Juvenile hall detention	13.9%	69.4%
Average detention time (nights)	0.5%	4.6%
Average case handling time (hours)	14.2%	23.7%
Average case cost	$284	$526

Providence Educational Center (PEC), St. Louis, Missouri

The Center, funded by LEAA under its Impact City Program, diverts delinquent boys from training school incarceration. Through an intensive education and counseling program, which allows most boys to remain in their homes, PEC has cut case costs and lowered recidivism rates.

Teams of professionally trained counselors, educators, and social workers devise an individual program for each child, who "graduates" when he has achieved the 8th-grade reading level required for high school admission in St. Louis and/or demonstrated adequate social functioning—usually after 9 months from referral. PEC can accommodate 75 boys.

PEC not only provides enriched, intensive education not available in other juvenile institutions, but does so at a greatly reduced per-child cost and with a markedly lower rate of recidivism. Its impact can be seen in the following statistics:

Comparative Costs of St. Louis Area Juvenile Treatment Institutions

Treatment Center	Costs Per Child
Providence Educational Center	$ 3,309
Missouri Hills Home for Boys	6,800
Boys Town of Missouri	6,700
Missouri State Training School	11,000

Comparative Recidivism Rates

Providence Educational Center - 28.1%
Probation - 65 to 70%
Residential Institutions - 50%

Neighborhood Youth Resources Center (NYRC), Philadelphia, Pennsylvania

This center provides a wide range of services for youngsters living in a high-crime, inner-city area of Philadelphia. Open 13 hours a day, NYRC offers:

- Crisis intervention, or immediate short-term aid
- Individual plans for long-term comprehensive assistance
- Counseling and educational assistance to groups of youngsters
- Referrals to cooperating agencies and careful monitoring and follow-up
- Legal representation

Emphasizing its role as a community center, NYRC also sponsors recreational and cultural programs, counseling for youth on probation, and legal education for neighborhood residents.

Evidence of NYRC's impact emerges in a comparison of arrest rates for target and non-target area boys within two precincts. The arrest rates for boys in the target group were significantly lower in the felony, lesser misdemeanor, and status offense categories.

	9th District		23rd District	
	target	non-target	target	non-target
Felonies	9.1	51.3	4.2	17.3
"Victimless" misdemeanors	19.7	24.6	2.3	12.0
Status offenses	31.5	82.5	2.3	18.5

The Public Defender Service (PDS) of the District of Columbia

PDS has successfully overcome the traditional barriers faced by public defender services—high caseloads and poorly paid and inadequately trained attorneys.

PDS provides quality representation to the indigent defendant from arrest to release through:

- Limited caseloads.
- Individualized and continuous client representation.
- An ongoing training program beginning with a special six-week program for new staff attorneys.
- Effective management and administration patterned after large law firms.
- Use of supportive services, such as psychiatric evaluations, counseling, and other rehabilitation services.
- Service to the legal profession and the justice system by sponsoring practice institutes and encouraging law reform.

PROCEDURE FOR EXEMPLARY PROJECT RECOMMENDATION

Exemplary Projects may be programs operating at the state, county, or local level and need not involve LEAA funding to be considered. LEAA-funded programs, however, require a letter of endorsement from the appropriate State Planning Agency and LEAA Regional Office with the submission of recommendation. Programs may be proposed for consideration by the operating agency, local governmental or criminal justice planning unit, State Planning Agency or LEAA Regional Office. Programs recommended as Exemplary Projects should be submitted to:

Model Program Development Division
Office of Technology Transfer
National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
U.S. Department of Justice
Washington, D.C. 20531

The submission form, *Exemplary Project Recommendation*, which covers a description of the recommended program, is included in the following pages of this brochure. Also included is the format that is to be followed in furnishing the desired information, indicated by the various headings for the attachments to the submission form. In preparing the attachments, please repeat the headings of the format; and provide all the desired information.

The steps in the selection process are: (1) pre-screening by the staff of the Institute's Office of Technology Transfer; (2) on-site review by independent validators; (3) selection by the Exemplary Projects Advisory Board, composed of the State Planning Agencies and LEAA's Central and Regional Offices.

CLOSING DATES

Applications received prior to July 15, 1975 will be screened by NILECJ for a Fall meeting of the Exemplary Projects Board. Applications received after July 15th and prior to February 28, 1976 will be reviewed for a Board meeting in the Spring.

EXEMPLARY PROJECT RECOMMENDATION

I. Project Description

1. Name of the Program

2. Type of Program (ROR, burglary prevention, etc.)

3. Name of Area or Community Served

   (a) Approximate total population of area or community served

   (b) Target subset of this population served by the project (if appropriate)

   No. Served | Period | Population

4. Administering Agency (give full title and address)

   (a) Project Director (name and phone number: address only if different from 4 above.)

   (b) Individual responsible for day to day program operations (name and phone number)

5. Funding Agency(s) and Grant Number (agency name and address, staff contact and phone number)

6. Project Duration (give date project began rather than date LEAA funding, if any, began)

(cut along this line)

7. Project Operating Costs (Do not include costs of formal evaluation if one has been performed. See Item 8)

Breakdown of total operating costs, specify time period:

Federal:

State:

Local:

Private:

Total:

Of the above total, indicate how much is:

(a) Start-up, one time expenditures:

(b) Annual operating costs:

(A complete budget breakdown should be included with the attachments to this form)

8. Evaluation Costs (Indicate cost of formal evaluation if one has been performed)

Total Cost	Time Period	Principal Cost Categories

9. Continuation. Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local funding?

(cut along this line)

II. Attachments. Please attach the following:

Attachment A - Program Review Memorandum

This memorandum should contain the following elements:

1. *PROJECT SUMMARY* - brief statement of the project's objectives and methods of operation.

2. *CRITERIA ACHIEVEMENT* - explanation of the degree to which the project meets each of the five Exemplary Project criteria listed below. Be as specific as possible, using the questions that follow each criterion as a guide.

   (a) *Goal Achievement.* The project must demonstrate overall effectiveness in the achievement of significant criminal justice objectives.

      (1) Has the project contributed significantly to the reduction of a specific crime or crimes, or produced measurable improvement in the operations and quality of the criminal justice system?

      Note: To respond to this criterion, please list each project goal. Under each, cite what you consider to be appropriate evaluation measures. Then describe what evidence actually exists to support your achievement in this area, for example:

      Goal: To increase the employment prospects of employees.

      Measures: No. of anticipated job placements
      Percentage of time employed during the first year after release.

      Outcomes: Number of actual placements.
      Number employed full time for the first year.
      Number employed for 50 percent of the first year, etc.

      (2) To your knowledge has the project been generally more successful than other projects which address the same problem?

   (b) *Replicability.* The project must be applicable and adaptable to jurisdictions other than the one in which it is operating.

      (1) Does the project address a problem of reasonably common concern?

      (2) Does adequate documentation exist to permit a general understanding of the project's methodology and operations?

      (3) Are there special features that appear principally responsible for the project's success, e.g. concept, methodology, administrative expertise, staff commitment? If superior administration and commitment are the chief factors, to what extent is the program likely to be replicable without these factors?

(4) What are the restrictions, if any, on size and type of community (e.g., urban vs. rural) for which the program would be appropriate?

(c) *Measurability*. The achievements of the project must be capable of being objectively measured.

(1) Is the project still in operation and has it been operating for a long enough time to test its utility? (e.g., at least one year).

(2) Has the project been evaluated? Please list all efforts, both prior and current, as well as those in the planning stages:

Evaluation Activity	Evaluator	Duration	Available Documents
Prior			
Current			
Planned			

(3) If there is no formal evaluation procedure, is there objective evidence that the program's goals are being achieved? If so, what is the evidence?

(d) *Efficiency*. The costs of the project must be reasonable.

(1) Is there evidence that the project has been cost beneficial, i.e., did the benefits derived from the project justify the expenditures of time, money, and manpower that went into it?

(2) Were other, cheaper, or more expensive projects considered as ways of addressing the problem?

(e) *Accessibility*. An outside group of validators must be able to examine the project in detail. If the project is designated exemplary, law enforcement and criminal justice personnel from other locales who may be interested in undertaking similar programs must be able to visit the project and to consult with responsible project staff.

(1) Is the agency agreeable to having the project submitted for evaluation, publicity, and visitation?

(2) Is it reasonably certain that the project will continue to exist so that evaluators may collect data; the project can be publicized; and the project can be visited by those who learn of it through the Exemplary Projects Program?

3. *OUTSTANDING FEATURES* - indication of the most impressive feature(s) of the project.

(cut along this line)

4. *WEAKNESSES* - frank statement of those areas of project operation that could be improved. (It is assumed that a project will not be recommended if there are critical program weaknesses).

5. *DEGREE OF SUPPORT* - indication of the degree of local support, e.g., criminal justice officials, local government officials, citizen groups, the news media.

Attachment B - Endorsements

Each LEAA funded project should have a written endorsement from the appropriate SPA and LEAA Regional Office. Endorsements from other sources may be attached if available.

Attachment C

For LEAA funded projects, attach a copy of the grant application(s), all annual progress reports, and the most recent quarterly reports. If a formal evaluation has been undertaken, this report should also be attached.

For non-LEAA funded projects attach a complete budget breakdown and such progress and evaluation reports as may be available.

(cut along this line)

Exemplary Projects Advisory Board

State Planning Agency Directors

Norman E. Mugleston, Executive Director
New Mexico Governor's Council on
Criminal Justice Planning

Benjamin H. Renshaw, Director
District of Columbia Office of Criminal
Justice Plans and Analysis

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Region 8 - Denver

Our thanks to the former members:

William T. Archey
Nick Pappas